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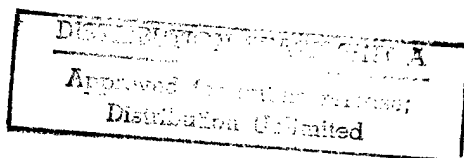
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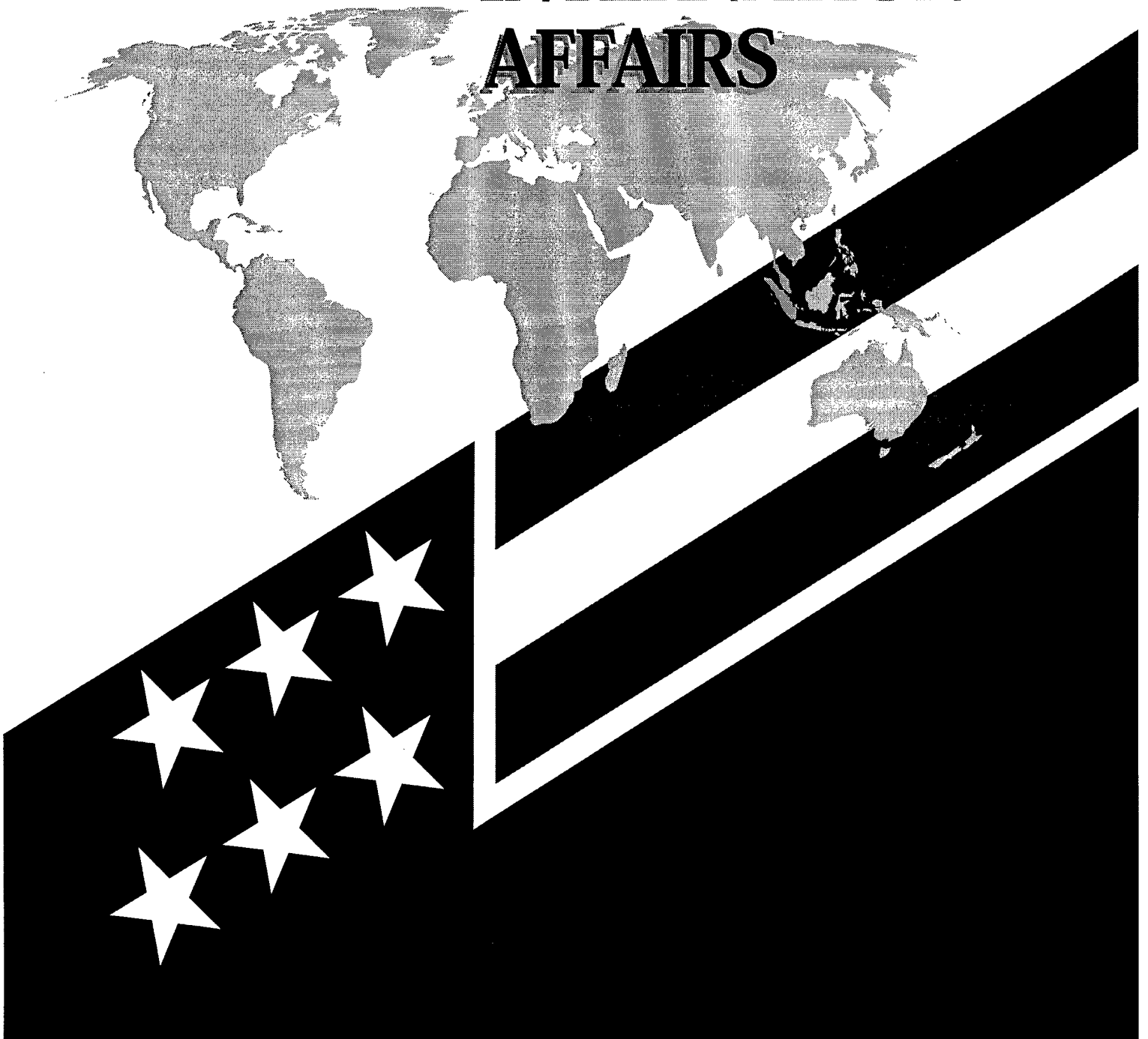
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**UNITED STATES
STRATEGIC
PLAN
for
INTERNATIONAL
AFFAIRS**



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International Affairs Strategic Plan Summary and Introduction

This Strategic Plan articulates the fundamental national interests of the United States in terms of long-range goals to create a more secure, prosperous, and democratic world for the American people. The Plan is intended as an overarching framework for the international affairs goals of the executive agencies of the United States Government, under the foreign policy direction of the President and the Secretary of State.

The Mission Statement defines core U.S. values and priority interests, establishing strategic goals for national security, economic prosperity, protection of American citizens and border security, law enforcement, democracy, humanitarian assistance, environment, population, and health. The Strategic Overview outlines trends that have a major, global impact on U.S. foreign policy, and identifies the means by which the United States pursues its objectives.

The sixteen International Affairs strategic goals are long-term, with timeframes of 5 years-plus. Targets are specific where possible. A set of strategies is presented for achieving each goal, along with assumptions about potentially critical external factors and indicators that can be used to measure progress.

The Strategic Plan for International Affairs is a guide to help clarify US foreign policy goals, coordinate the roles and missions of US Government agencies, improve the linkage of resources to policy, and justify those resources to Congress and the public. This document is the product of consultations among the foreign affairs agencies, and complements their own mission-specific plans.

Strategic Overview

Changes in the world at the end of the 20th century make this a time of profound choice for the United States. The foreign policy goals of creating a more secure, prosperous, and democratic world for the benefit of the American people remain fundamental. However, deep and lasting changes to the global landscape, such as new technologies, increasing population, and economic and geopolitical transformations, have strategic implications for the U.S. international leadership.

Defined by reference to the past, the post-cold war era has as its most significant attribute the absence of any immediate, vital threat to national security. The demise of the Soviet Union has left the United States as the preeminent world power and invested it with unparalleled leadership responsibilities. But the end of superpower competition also eliminated the unifying strategy for U.S. foreign policy. Now, in addition to regional security issues, an array of threats—weapons proliferation, terrorism, ethnic and religious conflict, organized crime, drug trafficking, and environmental degradation—challenges U.S. interests and blurs the traditional dividing lines between domestic and foreign affairs.

Successful U.S. foreign policy depends on recognition of the conditions that are likely to prevail in this new and evolving international context. Six strategic assumptions about long-term global trends are an essential starting point for determining where, when, and how the United States is to engage in the world:

1. **Multiple conflicts**, crises, and threats—many of them transnational—rather than a single overriding challenge, will continue to emerge and may increase in frequency. While these may be small or localized in nature, they will frequently have potential for wider impact. These challenges will require determination, resources, and time to resolve.
2. **New technologies**, the information revolution, and economic growth have increased the rate of global change, accelerated communications, and diminished the importance of time and distance. As a result, the world is more interdependent, while the consequences of political, social, economic, and military developments are more interrelated.
3. **Global problems**, especially those related to the environment, population, and disease, will have ever greater impact. These problems demand international attention, and solutions must take implications for future generations and the integrity of the planet into account.
4. **Multilateral cooperation** and communication will prove increasingly feasible and effective to prevent crises, resolve problems, build trust, and advance common interests. Relations between nation-states will nevertheless remain central to the conduct of international affairs, but nongovernmental actors will gain increasing influence.

5. **Democracy** will continue to advance internationally, but democratic practices will vary among states and will be subject to countervailing influences and interests.
6. **Economic interdependence** will increase. Private enterprise will be the primary driver, although the role of government in maintaining stable macroeconomic conditions and promoting opportunities will remain critical. New centers of economic growth and power will emerge, trade and financial flows will accelerate, but distribution of the economic benefits, both internally and internationally, will be uneven.

A clear understanding and articulation of foreign policy goals must be based on recognizing how these six trends affect U.S. conduct of its international relations. Security, political, economic, and global priorities are not uniformly fixed, but vary with time and circumstance, are interlinked, and often involve difficult tradeoffs.

Diplomacy is America's first line of defense. Sustained military strength and flexibility are necessary to assure national security, but the conduct of U.S. relations with the rest of the world through an effective international presence and discerning leadership is what makes the United States a force for peace. Relatively small investments in diplomacy and sustainable development now to prevent conflict, create the conditions for economic growth, promote democracy, enhance communication, and protect the environment decrease the possibilities of much more costly conflict later and help ensure the prosperity and well-being of the American people.

Foreign affairs today has many dimensions in addition to national security, trade, and other traditional concerns. The number of nation-states, international organizations, and other involved parties—each with their own interests and objectives—has multiplied. Direct interaction and communication with foreign and domestic nongovernmental organizations and publics is an increasingly essential responsibility. Equally important, the intersection of domestic and foreign issues has expanded to affect every American and involve virtually the entire U.S. Government. In pursuing its international objectives, the United States must take into account the multiple and often competing intentions and interests of other governments and organizations, public opinion, Congress, and other U.S. agencies, as well as resource constraints.

Protecting national interests and advancing U.S. goals involves virtually every agency of the U.S. Government and requires a set of strategic assets:

- Expert diplomacy, a strong military, and effective intelligence, working in coordination to maintain national security;
- Fundamental capabilities to carry out international affairs missions in public diplomacy, sustainable development, and arms control;
- Full participation by domestic and specialized U.S. agencies in those aspects of international affairs that pertain to their particular scopes of authority and expertise;

- Programs in sustainable development, military cooperation, peacekeeping, law enforcement, finance, international information, academic and cultural exchange, and other fields to provide the means necessary to address problems and achieve objectives; and
- Diplomatic readiness consisting of the human resources, infrastructure and operations, and information resources management necessary for a strong U.S. international presence.

In order for the United States to fulfill its foreign policy goals with lasting effect, these assets must have the capability for worldwide deployment, be well coordinated, be stable enough to pursue long-term objectives, be flexible enough to prevent and mitigate emerging crises, have sufficient resources to meet established objectives, and have the support of the American people.

Mission Statement

The purpose of United States foreign policy is to create a more secure, prosperous, and democratic world for the benefit of the American people. In an increasingly interdependent and rapidly changing world, international events affect every American. Successful U.S. international leadership is essential to security at home, better jobs and a higher standard of living, a healthier environment, and safe travel and conduct of business abroad.

Under the direction of the President and the Secretary of State, the United States conducts relations with foreign governments, international organizations, and others to pursue U.S. national interests and promote American values. The goals of U. S. foreign policy are to:

- Secure peace; deter aggression; prevent, and defuse, and manage crises; halt the proliferation of weapons of mass destruction; and advance arms control and disarmament;
- Expand exports, open markets, assist American business, foster economic growth, and promote sustainable development;
- Protect American citizens abroad and safeguard the borders of the United States;
- Combat international terrorism, crime, and narcotics trafficking;
- Support the establishment and consolidation of democracies, and uphold human rights;
- Provide humanitarian assistance to victims of crisis and disaster; and
- Improve the global environment, stabilize world population growth, and protect human health.

To advance the interests of the nation and the American people through foreign affairs leadership, the U.S. Government requires a strong international presence; a highly qualified, motivated, and diverse Civil and Foreign Service serving at home and abroad; extensive communication with the public, both foreign and domestic; and the political, military, and economic means to carry out the nation's foreign policies.

U.S. National Interests and Strategic Goals

National Security:

- Ensure that local and regional instabilities do not threaten the security and well-being of the United States or its allies.
- Eliminate the threat to the United States and its allies from weapons of mass destruction or destabilizing conventional arms.

Economic Prosperity:

- Open foreign markets to free the flow of goods, services, and capital.
- Expand U.S. exports to \$1.2 trillion by 2000.
- Increase global economic growth.
- Promote broad-based economic growth in developing and transitional economies.

American Citizens and U.S. Borders:

- Enhance the ability of American citizens to travel and live abroad securely.
- Control how immigrants and nonimmigrants enter and remain in the United States.

Law Enforcement:

- Minimize the impact of international crime on the United States and its citizens.
- Reduce significantly from 1997 levels, the entry of illegal drugs into the United States.
- Reduce international terrorist attacks, especially against the United States and its citizens.

Democracy:

- Increase foreign government adherence to democratic practices and respect for human rights.

Humanitarian Response:

- Prevent or minimize the human costs of conflict and natural disasters.

Global Issues:

- Secure a sustainable global environment in order to protect the United States and its citizens from the effects of international environmental degradation.
- Stabilize world population growth.
- Protect human health and reduce the spread of infectious diseases.

NATIONAL INTEREST: National Security

As established in the President's National Security Strategy, U.S. national security, based on diplomatic leadership, a strong military, and effective intelligence, is a prerequisite to achieving all other U.S. international goals. Traditional defensive alliances and state-to-state relations remain priorities. However, defense of U.S. interests may compel action to prevent, manage, and resolve ethnic conflicts, territorial disputes, civil wars, and destabilizing humanitarian disasters anywhere on the globe. A collective response can be less costly and more effective, but the United States must be prepared to act unilaterally if necessary.

STRATEGIES:

- Maintain effective working relationships with leading regional states through vigorous diplomacy, backed by strong U.S. and allied military capability to react to regional contingencies.
- Use defense cooperation, including alliances, military assistance, military-to-military cooperation, defense trade controls, and arms sales, to develop stable bilateral and multilateral security relations and to help prevent, manage, and defuse regional tensions.
- Prevent and resolve crises, impose sanctions against violators of international norms of behavior, and promote cooperation to decrease the potential for conflict by engaging selectively with the range of U.S. resources from diplomacy to military intervention.
- Improve the effectiveness of international peacekeeping, to include establishing the means for flexible, graduated crisis response by regional and multilateral organizations. Build peacekeeping alliances. Pay U.S. arrears to the UN.
- Build a national consensus on U.S. participation in international peacekeeping and crisis management, while developing a more systematic and structured approach for the U.S. Government.
- Achieve a ban on antipersonnel landmines consistent with U.S. national security interests and those of its allies.
- Track priority issues through foreign public opinion polling and foreign media focus.


ASSUMPTIONS:

- Multiple threats of a generally localized nature will continue to involve U.S. interests.
- Primary regional security priorities in the post-Soviet era will remain Europe, along with East Asia and the Middle East
- Preventive diplomacy and conflict resolution can keep local and regional conflicts from directly threatening U.S. security.
- Addressing the underlying causes of conflict by promoting democracy, successful transitions, and sustainable development contributes to a more stable world and reduces threats to U.S. interests.
- The President will put U.S. forces under foreign operational control only in circumstances where he retains ultimate command.

INDICATORS:

- Regional stability/effective working relations maintained.
- Crises prevented, defused, or solved.
- Effectiveness of the UN peacekeeping structure.
- Effectiveness of U.S. crisis management capabilities.
- Assessment of threats to the United States.

**NATIONAL INTEREST:
National Security**



The most direct and serious threat to U.S. security is the possibility of conflict involving weapons of mass destruction (WMD). The United States and most nations, both those that possess WMD and those that do not, value the constraint provided by arms control treaty regimes. Of greatest concern are the threshold states and terrorists that seek to acquire WMD. Unbridled acquisition of conventional arms can similarly threaten U.S. interests by destabilizing regional relations.

STRATEGIES:

- Prevent the proliferation of weapons of mass destruction (WMD) and their delivery systems: Reduce incentives to develop such weapons, support and strengthen nonproliferation norms and regimes, take action against violators, control trade in related technologies, and secure excess fissile material from diversion. Where WMD and delivery systems exist outside constraining treaty regimes, limit their destabilizing effects. Stem the flow of scientists and intellectuals to states seeking to acquire these weapons.
- Advance arms control and disarmament processes to reduce nuclear weapons and delivery systems, cap production of weapons-usable fissile material, eliminate biological and chemical weapons threats, achieve an appropriate mix of strategic offensive and defensive forces, apply global controls to inhumane and indiscriminate conventional weapons, promote defense industry conversion to nonmilitary use, and assist in improving the safety of Soviet-designed nuclear reactors.
- Develop effective treaty verification regimes, verify compliance, and collect, analyze, and disseminate information, including intelligence on conventional forces, WMD programs and delivery systems, and efforts to acquire them.
- Promote regional arms control measures to enhance transparency and confidence, and limit or reduce excessive or destabilizing conventional forces. Use U.S. export controls and other laws and international agreements to control trade in conventional arms and military technology.

ASSUMPTIONS:

- When the United States cannot fully deny to hostile states the technology for WMD, it can retard the rate at which advanced technologies appear in their arsenals or deter their use.
- Uncertainty about the stability of Russia's military will persist, but Russia will continue to fulfill arms control and nonproliferation commitments.
- Arms control treaties have become increasingly complex and their requirements more intrusive. Negotiation and implementation require high expertise and long-term commitments to implementation and compliance.

INDICATORS:

- Treaties signed/implemented/ratified, negotiations started, and dialogues opened.
- Status of regional arms races.
- Progress in securing or disposing of excess fissile material.
- Progress in controlling development, production and acquisition of stocks of WMD/ Missiles.
- Compliance systematically monitored.
- Verification issues resolved and treaties modified.
- Public opinion of U.S. policy.

NATIONAL INTEREST: Economic Prosperity

The successful completion of the Uruguay Round and the establishment of the World Trade Organization (WTO) strengthened the multilateral trade regime and will open important new markets for U.S. trade and investment. But the U.S. Government must still ensure that WTO rules are enforced and that the follow-on agreements to the Uruguay Round are successfully concluded and implemented. Regional agreements will also continue to play an important role in opening markets. With the decline in tariffs and more traditional nontariff barriers, international trade negotiations will need to focus more on new areas such as investment, corruption, technical standards, labor standards, and the environment.

STRATEGIES:

- Enforce rules and agreements to identify, eliminate, or reduce foreign trade barriers.
- Expand scope of regional and multilateral trade and investment arrangements involving the United States.
- Extend international rules and agreements to new areas such as services, corruption, and core labor standards.
- Integrate emerging economic powers into the world trading system through expanded WTO membership on a commercially meaningful basis.
- Achieve full implementation of Uruguay Round agreements.
- Promote more open markets for all goods and services in developing and transition economies.
- Obtain congressional renewal of trade agreement authority, including Fast Track.
- Conclude further "Open Skies" Civil Aviation agreements.
- Combat foreign corrupt business practices and strengthen the rule of law.
- Undertake science and technology agreements, sponsor commissions, and develop international public and private sector cooperation; mobilize resources to devise productive applications of scientific research; increase trade and investment through improvement in Intellectual Property Rights and other measures; and promote business opportunities.

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- Persuade foreign governments and foreign publics of the domestic benefits of a liberalized trade policy.

ASSUMPTIONS:

- Major U.S. trading partners will usually share the goal of strengthening multilateral and regional trade initiatives.

INDICATORS:

- Completion of specific Uruguay Round follow-on agreements, starting with Basic Telecoms and Financial Services.
- Successful use of WTO dispute mechanisms to eliminate foreign trade barriers.
- Conclusion of OECD MAI and additional Bilateral Investment and Tax Treaties.
- Share of world trade accounted for by WTO members.
- Agreement on and implementation of anti-bribery initiatives.
- Conclusion of Open Skies agreements.

**NATIONAL INTEREST:
Economic Prosperity**

As the world economy becomes more globalized, trade will be increasingly important to the domestic economy and U.S. well-being, particularly in the high technology sectors of the U.S. economy. The 1996 National Export Strategy sets a goal of expanding U.S. exports of goods and services from \$800 billion in 1995 to \$1.2 trillion by 2000.

STRATEGIES:

- Focus U.S. Government advocacy, finance, public diplomacy, and other export promotion efforts on fast-growing, emerging markets (Mexico, Brazil, China, Indonesia, Thailand, Malaysia, Taiwan, Korea, India, Turkey, South Africa).
- Maintain export promotion efforts in nontraditional and other markets worldwide as opportunities arise.
- Increase domestic awareness of trade opportunities by reaching out to small and medium-sized firms, and through public outreach strategies.
- Support American foreign direct investment as a means of increasing U.S. exports.

ASSUMPTIONS:

- Annual world economic growth will remain at about 3 percent.
- The value of world trade will expand faster than world economic growth.
- USG support and advocacy for U.S. business will remain essential to export success.
- Productivity will remain close to its current level.
- Exchange rate changes will not harm global U.S. export levels.
- U.S. domestic policy will promote sound economic growth and maintain U.S. competitiveness in world markets.

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INDICATORS:

- Overall levels of U.S. exports of goods and services.
- Levels of exports to the fastest growing economies.
- Levels of U.S. investment abroad.

**NATIONAL INTEREST:
Economic Prosperity**

Global macroeconomic conditions will have an increasing impact on the ability of the United States to sustain stable economic growth with low inflation and unemployment. U.S. export, income, and employment levels will benefit from faster growth worldwide.

STRATEGIES:

- Encourage other countries to adopt macroeconomic, trade, investment, exchange rate, legal, and regulatory policies designed to support economic growth.
- Strengthen international financial institutions to maintain global and regional financial stability.
- Use international financial institutions to further U.S. foreign policy objectives.
- Pay arrears to international financial institutions in order to preserve U.S. leadership and influence.
- Facilitate private international financial flows, especially to transition and developing economies.
- Develop better advance warning mechanisms to avoid financial crises in emerging markets.


ASSUMPTIONS:

- There will not be any severe shocks, such as the energy crisis of the 1970s, that might slow global economic growth.
- Globalization and economic interdependence will continue to increase.
- There will be increased public awareness of foreign investment opportunities.

INDICATORS:

- Economic growth rates in developed, transitional, and developing economies.
- Levels of capital inflows to key transitional and developing countries.
- Assessment of financial crisis and economic stability.

NATIONAL INTEREST: Economic Prosperity



Americans benefit as the economies of transitional and developing nations expand and their markets open. Economic growth in these countries will reduce poverty and provide economic opportunity. This will contribute to political stability and international cooperation and will ameliorate global problems such as high population growth, the spread of infectious diseases, and environmental degradation.

STRATEGIES:

- Promote transitions from Socialist to market-based economies throughout the world.
- Strengthen markets in transitional and developing nations by supporting policy and institutional reforms, and financial market development.
- Support nations taking action to improve food security.
- Increase economic opportunities for the poor, including programs that support micro- and small-enterprise development.
- Support and encourage expanded investments in exchanges, training, education and other human resource development.
- Collaborate with other nations and multilateral organizations providing assistance to developing and transition nations in support of transformation to market-oriented democracies.

ASSUMPTIONS:

- Developing and transition countries must take responsibility for creating the domestic conditions conducive to economic growth.
- Enhanced global economic conditions will facilitate growth in the transition and developing nations.

INDICATORS:

- Annual growth rates of developing and transitional nations.
- Per capita GDP.
- Literacy rates.
- Life expectancy.

**NATIONAL INTEREST:
American Citizens and Border Security**

Americans will continue to travel and reside abroad in large numbers. When they encounter emergencies they cannot handle on their own (for example, political unrest, natural disasters, accidents, terrorist attacks, crime, illness, or legal problems), they turn to the network of U.S. diplomatic and consular posts for help and protection. The United States cannot prevent the difficult and often tragic situations that arise. It can, however, help ensure that its citizens receive assistance and protection.

STRATEGIES:

- Meet rising passport demand and maintain integrity of the system through enhanced use of technology, financed through fee-for-service.
- Facilitate public access to information on passports, citizen services, consular information sheets, and announcements and warnings concerning foreign travel.
- Maintain the USG's crisis management capability, including after-hours emergency citizen services for the public in the United States and at diplomatic and consular posts abroad, and periodically update post evacuation plans.
- Work closely with other governments to ensure consular protection for U.S. citizens in their countries.
- Work closely and creatively with Americans living abroad to develop effective communications, especially in locations where diplomatic or consular posts have closed.

ASSUMPTIONS:

- Passport demand, at a record six million in 1996, will grow by 7%–9% annually between 1997 and 2000.
- The American public will continue to demand a high level of service from U.S. passport agencies and diplomatic and consular posts.
- Advances in technology will improve security and efficiency of passport operations.
- International crises and incidents will often involve Americans overseas.
- Americans occasionally will be singled out as targets because of their nationality.

INDICATORS:

- Efficiency and accuracy of passport issuance and namecheck systems.
- Availability and levels of use of consular information systems for internal communications and public access.
- Assessment of comments made by citizens regarding quality of service.
- Agreements with foreign governments and others that enhance service, emergency response, and protection of American citizens.
- Post-crisis reviews of USG agencies' performance.

NATIONAL INTEREST: American Citizens and Border Security

By administering its immigration laws fairly and effectively, the United States provides for the lawful entry of foreign nationals and assists eligible persons who wish to immigrate to or visit the United States in pursuit of business, tourism, educational or employment opportunities. At the same time, the United States must deter illegal immigration by enforcing immigration laws, especially for aliens who may have links to terrorism, narcotics trafficking, or organized crime.

STRATEGIES:

- Facilitate travel of eligible foreign nationals to the United States.
- Impede travel of ineligible foreign nationals by denying them visas.
- Employ techniques and technologies, such as machine-readable documents, biometric indicators, and sophisticated namechecks to expedite lawful entry, identify criminals and terrorists, and inhibit illegal immigration.
- Coordinate border security efforts and establish database links among visa posts abroad, U.S. ports-of-entry, INS offices, and other law enforcement agencies.
- Work with other governments on migration issues of common concern.
- Combat fraud by increasing the security features of U.S. passports and visas and investigating aggressively cases of passport and visa fraud.
- Secure a permanent Visa Waiver Program and concentrate resources where workload is growing the most and border security threats are the highest.
- Administer refugee admission programs humanely and equitably.
- Administer U.S. asylum policies fairly in accordance with international law
- Articulate clearly abroad U.S. immigration and visitor policies.

ASSUMPTIONS:

- The United States will remain a desirable destination for immigrants and visitors from throughout the world. Applications for nonimmigrant visas will increase by 3-5% per year between 1997 and 2000.
- Regions of political, social, and economic unrest frequently generate migratory pressure.
- There will be continued efforts to create fraudulent U.S. entry documents which pose a serious threat to national security.
- Many would-be immigrants unable to qualify under U.S. immigration laws will resort to illegal methods to enter the country.

INDICATORS:

- Waiting times for visa, immigration, and customs services.
- Assessment of intercepted fraudulent documents.
- Number of prosecutions of fraud vendors and alien smugglers and jail sentences.
- Efficiency and effectiveness of immigration enforcement efforts.
- Fees charged by alien smugglers.

NATIONAL INTEREST: Law Enforcement

The recent expansion and increasing sophistication of transnational crime represents a growing threat to the property and well-being of American citizens. In consequence, the traditional distinction between "domestic" and "foreign" has eroded, and effective international law enforcement has become essential.

STRATEGIES:

- Increase actions by governments to combat money laundering and other financial crimes, alien smuggling, drug trafficking, trafficking in stolen vehicles, and other forms of transnational crime.
- Develop international communication and cooperation to combat transnational crime, negotiation of mutual legal assistance and other agreements, multilateral task forces and support for effective international agencies.
- Collaborate with foreign law enforcement and judicial authorities, to support U.S. law enforcement abroad, identify and dismantle transnational criminal organizations, seize assets, and prosecute, convict, and incarcerate offenders.
- Provide assistance and training, and encourage support by other donors to improve criminal justice institutions of emerging democracies and developing countries.
- Collect, analyze, and disseminate intelligence worldwide regarding money laundering, other financial crimes, alien smuggling, trafficking in stolen vehicles and other contraband, illegal firearms trafficking, and other forms of transnational crime.

ASSUMPTIONS:

- Transnational crime is undergoing a significant evolution, particularly with the appearance on the world scene of criminal organizations from Russia, Asia, and elsewhere.
- Increasingly, foreign criminals will seek opportunities in the United States, and American criminals will seek opportunities abroad.
- Improving the criminal justice systems of foreign governments will contribute to their ability to control their own crime problems and to work with the U.S. on international crime issues.

INDICATORS:

- Foreign government adherence to its own legislation, or other commitments to take action against transnational crime.
- Crime statistics and intelligence estimates indicating extent of domestic criminal activity linked to international criminal groups.
- Evaluation of USG and foreign law enforcement efforts to disrupt the operations of major international criminal organizations, including indictments, convictions, and asset seizures.
- Level of U.S. and foreign public awareness of international crime developments and measures they can take to address these problems.

**NATIONAL INTEREST:
Law Enforcement**

Most illegal narcotics consumed in the United States come from abroad. Control of this foreign supply must complement efforts to reduce drug use and its harmful consequences in the United States. Although the problems of illegal narcotics both in the United States and abroad have critical social and economic dimensions, U.S. international counternarcotics activities are predominately focused on law enforcement.

STRATEGIES:

- Establish specific targets for worldwide reduction or elimination of the cultivation, production, and commercial-scale import of cocaine, opium, heroin, marijuana, methamphetamine, and other illicit drugs or substances of abuse.
- Implement a balanced approach to interdict illegal narcotics.
- Significantly reduce cultivation of coca, opium, and marijuana, particularly when destined for the United States; limit production and import of other illegal drugs, precursor chemicals, and diverted controlled substances.
- Increase foreign political will through the annual Narcotics Certification process and other means. Build multilateral alliances and develop insitutional capabilities of governments and multilateral organizations to combat all aspects of illicit drug production, trafficking and abuse.
- Collaborate with foreign governments and international organizations to disrupt and dismantle drug trafficking organizations, seize assets, and investigate, arrest, prosecute, and incarcerate their leaders.
- Support the protection of U.S. air, sea, and land borders from importation of illegal drugs.
- Collect, analyze, and disseminate intelligence worldwide regarding drug production, trafficking organizations, and the availability and abuse of illegal drugs.
- Inform foreign publics of the threat to their societies from the cultivation, use, and trafficking of illegal drugs.

ASSUMPTIONS:

- In order to reduce the entry of illegal drugs into the United States, it is necessary to reduce foreign production.
- The supply of illegal narcotics from abroad responds to demand from the United States.
- Although foreign governments have an interest in counternarcotics cooperation with the United States, limited institutional capacity, along with social, political, and economic factors—including corruption—will remain major constraints.
- The Western Hemisphere will remain the major foreign source of illegal drugs, with the Mexican-U.S. border and Puerto Rico the major entry points.

INDICATORS:

- USG estimates of foreign cultivation of coca, opium, and marijuana.
- USG assessment of international routes and methods of drug shipment.
- Disruption of drug group activities, as shown by indictments, prosecutions, convictions, asset seizures, and other law enforcement data.
- Foreign government compliance with international counternarcotics obligations, including adherence to the 1988 UN Drug Convention.
- Extent of foreign government implementation of national drug control policies and counternarcotics activities.
- Quantities of illicit drugs and precursor chemicals that leave source countries.

NATIONAL INTEREST: Law Enforcement

In recent years, international terrorism has entered more directly into the lives of Americans and continues to threaten U.S. interests globally. To minimize terrorist threats, the United States must make significant and well coordinated use of diplomatic, intelligence, law enforcement, and military assets.

STRATEGIES:

- Deter, warn against, respond promptly to, and defeat all terrorist threats or attacks on U.S. interests at home and abroad.
- Defend against threats or the actual use of Weapons of Mass Destruction by terrorists.
- Maintain the USG policy of making no concessions to terrorists.
- Maintain pressure on and isolate state sponsors of terrorism.
- Investigate and prosecute terrorist suspects; work with friendly foreign governments to share intelligence, facilitate investigations, and extradite terrorists; strengthen domestic and international law; and combat terrorist funding.
- Intensify intelligence collection and analysis; provide training to foreign governments in counterterrorism, communications security, and aviation security; maintain the readiness of U.S. counterterrorism personnel; and increase R&D in counterterrorism technology.
- Convince foreign publics that international terrorism must be countered globally.

ASSUMPTIONS:

- U.S. officials, facilities, and citizens will remain high-priority targets of terrorists.
- International cooperation to combat terrorism will continue to increase.
- State support for terrorism will continue to decline, but the number of unaffiliated, ad hoc, and new terrorists will increase. Religiously motivated and sectarian terror will grow.


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- The number of international terrorist incidents will continue to decline, but terrorists will seek to increase casualties and damage by using more lethal explosives.
- The danger that terrorists will employ chemical, biological, or nuclear materiel will grow.
- Terrorists will attack less-protected targets, including vulnerable communications systems and infrastructure.

INDICATORS:

- Trends in international terrorism worldwide, including attacks against American targets, and the number of casualties.
- Evaluation of USG counterterrorism programs.
- Accession to and use of international treaties on terrorist crimes, including prosecution, extradition, and mutual legal assistance obligations.
- Terrorists incidents prevented.

NATIONAL INTEREST: Democracy



A world of democratic nations provides a more stable and secure global arena in which to advance U.S. objectives. Advancing U.S. interests in the post-cold war world will often require efforts to support democratic transitions as well as to address human rights disasters and democratic reversals. Promotion of democracy and human rights, including the rights of women and minorities, reflects fundamental values of the American people.

STRATEGIES:

- Support democratic transitions, especially in regions and countries of importance to the United States.
- Build, strengthen, and employ international forums to secure democratic transitions, prevent conflict, promote human rights, including labor rights, and support multilateral sanctions. Promote development of national and multilateral institutions for the promotion of human rights and the rule of law.
- Support respect for human rights globally and intervene in selected human rights cases.
- Support democratic transitions through bilateral and multilateral assistance and exchanges, broadcast, and informational programs to establish and consolidate: competitive political processes, including free and fair elections; politically active civil societies, enhanced women's political participation, free media, representative labor movements, and other pluralistic organizations; transparent and accountable government institutions; the rule of law, including neutral and professional law enforcement; and commitment to human rights.

ASSUMPTIONS:

- The international environment will increasingly favor democracy, leading governments to profess democratic principles, but democratic practices will vary, depending in particular on the will and intentions of leaders.
- The transition and consolidation of democracy varies from state to state, but international influence can be crucial to the outcome.
- U.S. pursuit of democratic transitions in certain countries and circumstances will be subject to countervailing influences and interests.

INDICATORS:

- Evaluations of elections and other aspects of democratic transitions as measured by USG, NGO, and international assessments.
- Evaluations of human rights practices and actions to prevent or mitigate human rights abuses.
- Evaluations of the status of threatened populations, including religious and other minorities.
- Adherence to international obligations and standards as measured by conformity to human rights, labor, political, and other conventions.
- International media coverage of human rights issues.
- International public opinion surveys.

NATIONAL INTEREST: Humanitarian Response

American values mandate offering assistance and international leadership to help alleviate human suffering from crises, whether man-made or natural, even when there may be no direct or indirect threat to U.S. security interests.

STRATEGIES:

- Maintain a USG emergency response assessment capability, enabled to ensure protection and relief for refugees and victims of natural disasters.
- Ensure that international organizations have adequate emergency response capabilities and strengthen partnerships with NGOs and PVOs to build their capacity to address humanitarian crises.
- Preposition food stocks and develop food security in areas of chronic shortage, particularly Africa.
- Identify and assist vulnerable states to prevent conflict or dissension leading to humanitarian crisis; assist countries in transition from crisis.
- Meet urgent needs in crisis situations including security arrangements for vulnerable populations.
- Reduce the impact of natural disasters.
- Support demining programs, particularly when they facilitate the reintegration of refugees and displaced persons.
- Inform foreign publics of U.S. efforts to alleviate human suffering.

ASSUMPTIONS:

- In some instances preventive diplomacy can avoid conflict and avert humanitarian crises.
- U.S. leadership in response to crises will leverage the international participation and the support of other donors.
- International media coverage will impact public opinion.


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- The extent of conflict, and the degree to which the environment is permissive or conflictive, will determine the nature of international response.
- In some instances peacekeeping operations will be necessary to stabilize a situation and permit the delivery of relief supplies.

INDICATORS:

- Conflicts and humanitarian crises averted.
- Humanitarian emergencies alleviated.
- Assessments of international organization and NGO/PVO humanitarian crisis response management.
- Refugee populations reduced through local integration, repatriation, and resettlement.
- Evaluations of transition assistance efforts.
- Status of demining efforts.
- Public and NGO involvement in addressing crises.

NATIONAL INTEREST: Global Issues



The global environment has a profound impact on the United States. Pollution crosses borders and oceans, affecting the health and prosperity of Americans. Competition for natural resources can lead to instability and conflict, threatening political, economic, and other U.S. interests. Americans care deeply about the environment and demand action to protect it. U.S. leadership is essential to resolving environmental problems that require global and regional solutions. Given the magnitude and complexity of this undertaking, the participation of the private sector and NGOs is essential.

STRATEGIES:

- Conclude key multilateral negotiations, giving priority to climate change, toxic chemicals, sustainable forestry, and biosafety.
- Improve the implementation of international oceans and environmental commitments and treaties, focusing on policies and mechanisms to improve compliance.
- Strengthen bilateral dialogues with key countries, focusing on China, Russia, Brazil, India, Japan, Canada, Mexico, the United Kingdom, Germany, and the European Union.
- Establish more regular channels of communication with the business sector, NGOs, and the American public on international environmental issues.
- Improve coordination with countries and international financial institutions that provide development assistance in the environmental area.
- Reform and reinvigorate UN institutions and mechanisms to more effectively address international environmental problems.
- Use bilateral assistance to improve the capabilities of developing countries to reduce environmental degradation.
- Communicate abroad the U.S. commitment to a sustainable global environment.
- Promote regional cooperation on transboundary environmental issues in every region of the world.

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- Conclude Science & Technology agreements and participate in international commissions to further scientific cooperation on environmental issues, such as setting climate change standards; further productive applications of environmental research; and to strengthen international commitments to environmentally sustainable development.

ASSUMPTIONS:

- Actions in the United States and several other key countries have a disproportionate impact on the global environment.
- Effective UN environmental agencies can help countries improve environmental policies and practices.
- Compliance with multilateral treaties will improve the global environment.
- Public awareness of environmental issues will increase.

INDICATORS:

- Status of multilateral environmental treaties and other agreements.
- Rate of increase in atmospheric greenhouse gas concentrations in the atmosphere.
- Status of the ozone layer.
- Bilateral, multilateral, and nongovernmental environmental cooperation.
- Levels of world fish stocks and forests.
- Public opinion about global environmental measures.

NATIONAL INTEREST: Global Issues

Stabilizing population growth is vital to U.S. interests. Economic and social progress in other countries can be undermined by rapid population growth, which overburdens the quality and availability of public services, limits employment opportunities, and contributes to environmental degradation. Not only will early stabilization of the world's population promote environmentally sustainable economic development in other countries, but it will also benefit the U.S. by improving trade opportunities and mitigating future global crises. There is now broad international consensus on the need for a comprehensive approach to population stabilization which, along with family planning services, incorporates reproductive rights and other components of reproductive health, women's socio-economic and educational status, and the special needs of adolescents.

STRATEGIES:

- Promote the rights of couples and individuals to determine freely and responsibly the number and spacing of their children.
- Provide leadership on international population policy matters and foster international cooperation.
- Support programs to achieve universal access to family planning, maternal health, and other reproductive health services by 2015.
- Improve the policy environment in which population programs are developed and implemented, including policies and programs to enhance the socio-economic and political status of women and expand opportunities for youth.
- Foster an enabling environment for involvement of civil society in population and development activities.

ASSUMPTIONS:

- Existing broad international support for population stabilization efforts is maintained.
- Current Congressional restrictions on U.S. population assistance are lifted.
- National and international commitments to basic education and economic opportunity programs for women and girls continue to increase.


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- Other donors (multilateral, national, and private) expand investments in population-related activities.

INDICATORS:

- Fertility rates.
- Contraceptive prevalence rates.
- Maternal and infant mortality and morbidity rates.
- Girls' education rates.

**NATIONAL INTEREST:
Global Issues**



The United States has direct interest in safeguarding the health of Americans and in reducing the negative consequences of disease worldwide. The spread of epidemics can directly threaten public health in the United States. Unhealthy conditions elsewhere in the world increase the incidence of disease, increase human suffering, and retard development.

STRATEGIES:

- Encourage investment in basic health in developing nations.
- Control epidemic and mortal diseases.
- Expand environmental health programs and strengthen public health infrastructure to combat emerging and reemerging diseases.
- Focus on child survival in target countries.
- Support NGO/PVO capacity to improve health delivery systems.
- Increase international cooperation for prevention, surveillance, and response to infectious diseases.
- Promote international communication and cooperation to fight disease by promoting and sponsoring scientific research and the application of new medical treatments through bilateral and multilateral organizations.

ASSUMPTIONS:

- NGOs, PVOs, and multilateral development institutions will play increasingly important roles in combating disease, but USG contributions will remain essential.
- Without U.S. leadership, global disease surveillance and response capacity will effectively not expand.

INDICATORS:

- Mortality Rates.
- Number of epidemics and disease mortality rates.
- Rates of illness/death by disease.
- Disease outbreak response capabilities and performance.

For additional information:

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